



PROVINCE OF MANITOBA

TOWN AND COMMUNITY POST-WAR PLANNING



*A Report Prepared for the
Post-War Reconstruction Committee
of the
Government of Manitoba*

SEPTEMBER, 1948

Printed by
C. E. LEECH, King's Printer for Manitoba
Winnipeg, Manitoba



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INTRODUCTION

This Report on Town and Community Post-War Planning is intended to give direction to the planning of towns and their surrounding areas for post-war development. The Report consists of two parts. The first part deals with the principles, procedures and results of town planning as applied to small urban communities and the second part contains instructions and forms for post-war employment and market surveys in towns and their surrounding communities.

Part I consists of a Report prepared by Mr. Eric Thrift of the Department of Architecture and Fine Arts, University of Manitoba, at the request of the Post-War Reconstruction Committee of the Government of Manitoba. Mr. Thrift was instructed to select for study four towns in the Province in order to demonstrate what might be accomplished by long-term planning. The towns of Morden, Killarney, Russell, and Minnedosa were chosen for the project. These towns were selected because they represent most of the different conditions which would be encountered in planning Manitoba towns. The conditions which have to be taken into account in planning a town include location in relation to transportation systems, the kinds of facilities provided in the town, availability of water supply, natural facilities for sewage disposal, topography, and other natural features. A considerable variety of conditions are to be found in these four towns. After studying the situation, Mr. Thrift prepared two plans for each town—one showing the existing lay-out of streets, buildings and other facilities, and the other showing what might be done by careful planning and controlled development over a period of time. Other plans were also prepared showing proposed reconstruction of the highway approaches to two of the towns and suggested water system for the Town of Morden. The following plans will be found in the pocket at the end of this volume:

1. Town of Morden: Existing Development Plan.
2. Town of Morden: Proposed Redevelopment Plan.
3. Town of Morden: Proposed Water Main Plan.
4. Town of Killarney: Existing Development Plan.
5. Town of Killarney: Proposed Redevelopment Plan.
6. Town of Killarney: Special Future Highway Connection.
7. Town of Russell: Existing Development Plan.
8. Town of Russell: Proposed Redevelopment Plan.
9. Town of Minnedosa: Existing Development Plan.
10. Town of Minnedosa: Proposed Redevelopment Plan.
11. Proposed Highway Replanning Vicinity of Minnedosa.

Eight aerial photographs of these towns are included. These were taken by the R.C.A.F. and are reproduced in this Report with the permission of the Honourable Charles G. Power, Minister of National Defence for Air. A careful study of these plans and photographs will show the extent of the transformation that can be made in the layout of a small community if future development is undertaken within the framework of a carefully devised plan. It should be emphasized that this project was not undertaken for the purpose of imposing a final plan for

development on any town, but was undertaken to set out in graphic form the principles, procedures, and results of the planning which any Manitoba town might undertake for itself. It is hoped that this study will give direction and encouragement to town planning in the Province.

Mr. Thrift's Report (Part I of the volume) outlines the principles, procedures, and results of town planning. However, several points might be emphasized here:

1. These planning projects are long-term projects. It is not to be imagined that the objectives can be achieved overnight. Careful and continuous planning is involved and future development must be carefully controlled to ensure that it conforms to the planned program. This control may be exercised through zoning and through other regulation of future development.

2. On first examination the proposed redevelopment plans for the four towns may give the impression that the initial step in implementing the plans is to condemn and raze many of the existing buildings. It will be observed, however, that the proposed development in each case has been designed to fit into the existing set-up with a minimum of immediate disturbance. The existing street system and the existing sites of schools, and residential, commercial and industrial areas have been retained for the most part. Replanning must always start from an existing lay-out which can only be materially modified over a long period of time as existing facilities wear out or become obsolete and have to be replaced. It should be pointed out also, that the plans included herein for the four towns studied do not represent the only possible planned future for these towns. In the end the people of a community must determine for themselves what kind of town they want. Any plan must be designed to take advantage of the financial, social, economic and physical circumstances of the community. Therefore, further study may make it clear that certain modifications and changes in these plans would be desirable. Part I of this Report is a demonstration of procedures and results and is not intended as the final product with respect to any town.

3. One of the strongest arguments for town planning is that it is the only method of stabilizing and protecting property values in an urban community. Without planning and control of development, residential property, for example, is always subject to encroachment by industrial uses which causes progressive deterioration and loss of value of the residential property. This factor is important also for any community which may hope for financial assistance from the government for community development, especially housing, after the war. No government is likely to lend money for developmental purposes unless it is assured that its investment is adequately protected by town planning against obsolescence.

4. Many towns in Manitoba are on the principal highways followed by tourists travelling to summer resorts in Manitoba and elsewhere. It is to be expected that the tourist trade will grow rapidly after the war, especially if a high level of employment is maintained. By appropriate planning these towns could be made more attractive places for tourists. This, in turn, would increase the business of the community and give more employment to local residents.

The Appendices to Part I of the volume contain estimates of the costs of construction of water and sewage systems for small towns, notes on information which may be added to proposed long-range plans for small towns, an explanation of the proposed redevelopment of the Town of Killarney, and suggestions for action toward the preparation and carrying out of proposals suggested for small towns.

Part II of this volume contains instructions and forms which may be used by a community for estimating probable post-war employment, the probable volume of purchases deferred during the war, and the cost and employment connected with the maintenance, repair and construction of public works and facilities. This material is included in this volume in order to make available in readily accessible form a procedure which may be used by municipal councils or local committees to carry out their own post-war planning. The instructions and forms are adapted from "A Procedure for Community Post-War Planning" issued by the Chamber of Commerce of the United States, Washington, D.C., and have been used by permission of the Chamber of Commerce.

There are three sets of instructions and forms in Part II.

1. *Community Post-War Employment Survey.* The purposes of this survey are: first, to determine how many persons (men and women) will seek employment in your community after the war, and, second, to determine how many jobs will be available in your community after the war.

2. *Community Post-War Markets Survey:* The purpose of this survey is to discover what things people will want to buy after the war that they have been unable to buy during the war.

3. *Community Post-War Public Employment Survey:* This survey is intended to provide information on the volume of employment in the public services and in public construction after the war.

It is suggested that local Committees be formed to undertake these surveys. Additional forms can be obtained from the Post-War Reconstruction Committee of the Government of Manitoba, Legislative Buildings, Winnipeg.

RALPH PEARSON, *Chairman.*

W. J. WAINES, *Economic Adviser.*

*Post-War Reconstruction Committee
of the Government of Manitoba.*

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DEVELOPMENT PLANS

(In pocket of Cover)

1. Town of Morden: Existing Development Plan.
2. Town of Morden: Proposed Redevelopment Plan.
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PART I

TOWN PLANNING PROJECT

*Report to the
Post-War Reconstruction Committee
of the
Government of Manitoba
Submitted April 15, 1944*



By

*E. W. THRIFT
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Post-War Reconstruction Committee
Government of Manitoba*

Acknowledgments

I wish to acknowledge assistance and information given which aided greatly in carrying out this project: to Provincial Government departments for ready co-operation in supplying information; to the several town clerks and secretary-treasurers and their staffs for assistance in gathering and recording data, as well as to the mayors and members of councils of the four towns surveyed for information and co-operation; the Manitoba Hydro Power Commission for plans of the towns which proved useful in gathering much of the data, and which served as a base for the preparation of final plans; to the Western Canada Insurance Underwriters Association for the loan of plans of the towns; to W. D. Hurst, Assistant Engineer, City of Winnipeg, for advice on water supply problems; to the Department of Health and Public Welfare for making available the services of L. B. English, and the Department of Mines and Natural Resources for making available the services of Edward Gauer, who together gave valuable advice on sewage problems and obtained necessary topographical data; to the Air Officer Commanding No. 2 Training Command, R.C.A.F., for aerial photographs; to R. E. Moore, Architect, for use of office space for the preparation of the plans.

Synopsis

The history of western towns shows three periods: Original settlement by pioneers and homesteaders; rapid growth in the thriving days of railroad building and agricultural expansion; cessation of development when agriculture levelled off and economic depression became general.

The period after this war is considered when, it is hoped, agriculture and land use will be reshaped on a more scientific basis. Towns, therefore, will also need to become more functional in character and development.

Plans have been developed to indicate a means of functional development. Four distinct functional uses are separated:

- (a) OPEN LAND—For parks, playgrounds, recreation, schools, walks and certain roadways;
- (b) RESIDENTIAL—For homes and houses only;
- (c) COMMERCIAL—For stores, offices, business and municipal buildings;
- (d) INDUSTRIAL — For workshops, warehouses, processing and manufacture.

Traffic and circulation are also on a functional basis. Pedestrian and vehicular traffic are separated. Vehicular traffic is segregated into three classes: Highway, internal artery, and minor access.

Consideration is given to the long term approach in order to bring about functional separation. The proposals attempt to find the minimum physical change necessary to achieve the desired objectives.

A program of publicity is suggested to make the value of planning and the results achieved the general knowledge of the public.

The organization of citizens' committees in the towns can be assisted by groups already existing.

The town can then provide agriculture with efficient service and facilities, and its own citizens with a fine home community in which to live and work.

THE PROBLEM

In order to try to discover what possibilities lay in adequate town planning for small Manitoba towns in the post-war period, the Committee on Post-War Reconstruction instructed that studies be carried out on several selected towns. These studies consisted primarily of the preparation of replanning schemes as a suggested basis for a program of physical redevelopment in the future. While at first glance the proposals developed may seem extreme in the incorporation of modern planning technique, it must be kept in mind that the requirements we make of our towns are changing and developing more quickly with rapid technological progress. In the past affairs moved as did the horse and buggy—so slowly that each small stone or bump could be circumvented—but today, with the rapid strides of progress, town planning to be effective must be on the “long-term” basis in order to provide for future development as well as that of the present.

INFORMATION

The first step was the selection of sample towns for study purposes. An initial list was prepared from replies made by towns and municipalities to a circular letter from the Deputy Municipal Commissioner regarding post-war reconstruction. This list was reduced in consultation with Messrs. Pearson, Attwood, Beresford, and Lyons. From this list a reconnaissance trip was planned and the writer was accompanied on this trip by Mr. Edward Gauer of the Surveys Branch, Department of Mines and Natural Resources. This resulted in the selection for study of Morden, Killarney, Russell, and Minnedosa.

Following this, as much information as it was possible to get and which had a bearing on the future physical development of these towns was assembled. This information was sought from the Provincial Government departments, the town offices, members of the various communities and from plans owned by the Western Canada Insurance Underwriters Association and the Manitoba Hydro Power Commission. Visits were made to the various towns in order to become as familiar as possible with them.

These are the general types of information which were sought:

1. Facts from various departments of the Provincial Government concerning work and proposed projects in or about the towns under consideration.
2. Rough population statistics both as to numbers and characteristics of age groups.
3. Facts concerning racial background and general social preferences and characteristics.
4. Assessment values on properties in the town—of land and of buildings in the town and the extent of town-owned property.
5. Location, use, and general construction of most of the buildings in the town and a rough estimate of their condition.
6. When possible to get the ideas and opinions of a few of the leading citizens of the community on post-war possibilities.
7. Types of business and industry, if any, carried on in the town.
8. The area of influence of the town and the function of the town in serving that area. The needs of the town in order to make it a more useful and attractive centre for that area.
9. Approximate topographical data by obtaining spot levels through the main parts of the town.
10. Where possible, the probable source of water supply and means of sewage disposal if water and sewer facilities were installed.

PROJECT DEVELOPMENT

1. GENERAL PRINCIPLES

In developing the proposed town plans submitted herewith, there was an ever present effort to use as fully as possible the existing facilities of street plan and property platting insofar as they were compatible with up-to-date planning techniques.

While the plans are presented as a guide for present and future development, sight must not be lost of the fact that they should be considered flexible inasmuch as a long range viewpoint was used and that 25 to 40 years would have to be allowed for complete development, in which time economic, physical, and social conditions are apt to change.

Our smaller Manitoba towns have been criticized in many quarters as not offering the living and working conditions which it is presumed are to be found in larger measure in the cities. This study does not propose to discuss such an argument, but to endeavor to develop proposals which would overcome the difficulties which cause such criticism. This would seem to resolve about a fundamental purpose—that of improving the lot of all the inhabitants of such communities largely through physical means, but at the same time lending aid to social and economic aspects. The principles are essentially:

1. Improved services and surroundings for homes.
2. Improved services and surroundings for places of work.
3. Greater safety for pedestrians, particularly children, as well as motorists.
4. Greater convenience in travelling about town; in making use of facilities and in gaining access to highways.
5. More centralized business section—adding to the efficiency of business.
6. Stabilization of property values and the enhancement of these values over existing standards by the improvement of conditions surrounding the properties.

The proposed plans submitted have been prepared with these general principles in mind and an attempt has been made to respect each aspect and to avoid such development as would cause conflict of one with another.

2. FUNCTIONAL AREAS

A study of areas of urban communities, small as well as large, in which deteriorated physical, economic, or social conditions or combinations of them are found, shows that with great frequency these areas have a mixture of functions or uses. As a result they are the least desirable places in which to live and generally the least desirable places to do business. Therefore, areas have been defined in the proposed developments for each general function or use. These have been broken into four general classifications and areas provided for each. They are (a) open spaces; (b) residential; (c) commercial, including municipal; and (d) industrial. By providing clear cut areas for each purpose, with adequate separation between, the proposal would eliminate much of the difficulty of deteriorated areas.

(a) *Open Spaces*

Separating other functional areas are strips of open ground treated with grass and trees as parks. These strips form a park network through the whole town and

provide excellent space for recreation. Part of this system are the playgrounds in connection with the schools. By laying walkways through these "parks", pedestrian and motor traffic are segregated. This largely removes the possibility and danger of accidents and at the same time connects all parts of the town. This is particularly notable for children. Where walkways cross avenues of heavier traffic underpasses are indicated, so that even here direct pedestrian contact with vehicular traffic is eliminated. A question may be raised here as to the necessity for such measures in smaller towns. Therefore it should be pointed out that motor traffic increased in volume up to the beginning of the war by amounts unpredictable twenty years ago. This increase will continue after production begins and restrictions are relaxed after the war. Danger will increase proportionately. Further, these proposals look some years ahead and this increase may be greater than anyone today believes possible.

Through the open spaces also are carried the feeder roads which lead from the town to the main highways, leaving residential areas undisturbed, and adding considerably to the utility of these park strips.

The residential areas have been literally surrounded by the green park strips which form a buffer to protect the homes against the encroachment of business or small industries and from any disturbance which they would cause. The use of these open strips within the general residential areas also tends to provide more pleasant surroundings for homes. Small enclosed play spaces within the park strips have been suggested for small tots under school age.

(b) Residential

Particular care has been taken with residential areas in order to provide the maximum possible amenities for the homes of the townspeople, with the minimum disturbance to the present property ownership. The proportion of change required in some towns is greater than in others because of the varying conditions of traffic circulation and topography. Over the whole area of each of the various towns the grid planning of streets has been eliminated. In the residential areas this has meant the redevelopment of the streets into loops and culs-de-sac upon which there is no through traffic. Pedestrian circulation is carried along proposed walkways at the back of the houses. These walkways connect with the open spaces which then carry the major pedestrian circulation to other parts of the town.

A further proposal in the residential area is that of small apartment buildings of only two or three stories. At present the only apartment accommodation is to be found over shops or business premises. The proposal provides the desirable surroundings and accommodation necessary for an adequate home.

These areas have been proposed for redevelopment in order to make them of the maximum value as living space and in so doing to enhance the value of the property—both land and buildings.

(c) Commercial

The business or commercial sections of the towns have been retained in their present locations in every instance. The open space system of each town provides protection around this section, so as to prevent encroachment into or from the residential area. This area in reality constitutes the town centre since the town offices and governmental agencies are located here. In general, town centres are so planned that existing business buildings would remain in use until they were razed or replaced. In this way the proposed centre could be developed gradually over a number of years.

It is to be noted that in the proposed plans the central section of the main business street has been converted entirely to pedestrian use. Vehicular traffic has been diverted around the centre and approaches the stores from outside the area. This makes possible the provision of adequate parking space between road and stores, and allows for free pedestrian circulation in the area now used as the street. As well as serving this useful purpose, this area could be beautified by adding grass plots, trees, and so forth. War memorials, and monuments holding a prominent place in the history of the community could be an important part of its development.

Motor service establishments are indicated in several instances on the opposite side of the road from the town centre, providing speedy and accessible service. However, such establishments could also be developed in connection with parking areas and be adjacent to motor shops and showrooms that would also open on the pedestrian area. There are many such possibilities in these town centres.

• (d) *Industrial*

At present few small towns have a concentrated industrial area, even though many of them boast of enterprises such as grain handling and cleaning, workshops, blacksmith shops, warehouses, creameries, oil storage, small manufacturing, etc., which essentially fall into this category. In the proposed town planning, attempts have been made to draw all industrial activity together in one area with four purposes in mind. First, the residential and commercial sections are rid of any disturbing noise and excessive heavy-weight traffic connected with industrial activity; second, the industrial area can be made accessible to railroads and highways; third, the heavier public utility services are required in only one area; and fourth, new industry may find encouragement from these improved facilities.

3. TRAFFIC CIRCULATION

Modern traffic planning is carried out for the purpose of facilitating the movement of traffic to its destination by the elimination of as much interference as possible and for the purpose of increasing the safety of travel both to motorists and pedestrians. It is with this in mind that the traffic circulation systems in and about the proposed town developments have been designed.

In order to achieve systems which would accomplish these ends it was necessary to abandon the familiar grid street pattern in which all streets run at right angles to one another forming rectangular blocks. The proposals instead make provision for three traffic classes on three types of roads: (a) highways, for cross-country or inter-town high speed traffic; (b) internal arteries, for circulation within the town; and (c) local access roads, for access to private residential lots—a functional system. Detailed discussion of each class follows.

(a) *Highways*

To avoid passing through towns and cities by congested and difficult routes which is one of the greatest hindrances to highway traffic and the cause of much danger, the proposed plans show the highways built outside the towns. Properly designed feeder roads provide easy and attractive entrances to and exits from the town, connecting directly to the arterial street system. Where such proposals have been carried out they were received in the beginning with much misgiving. However, the feared loss of business through by-passing has not materialized and the benefits have been heartily applauded.

(b) *Internal Arteries*

As mentioned, the grid street system has been abandoned in the proposals in favor of a more functional plan. To provide for the main circulation of traffic from one section to another within the town a system of arterial roads has been developed. These carry the heavier internal traffic principally to and from the commercial and industrial sections. The feeder roads to the highways are essentially a part of this system. Property frontage has been eliminated from them thus obviating parking and making them unobstructed "through roads".

(c) *Local Access Roads*

Branching from the internal artery system are local access roads for the exclusive purpose of servicing the properties, principally residential, in the various sections into which they lead. They are so designed as to discourage any other type of traffic, thereby increasing the enjoyment and freedom of the residents, as well as providing greater safety for the children.

By means of loop, cul-de-sac and access type roads it is possible to use a smaller amount of street and public utility construction in servicing a given area than is the case with the grid system. This should, therefore, prove an economy in development and service costs as well as being safer and more amenable.

4. COMMUNITY FACILITIES

Within the classification of community facilities are found schools; hospitals; town halls and offices; athletic and recreational facilities; water and sewer systems; and roads and streets. Some of these have been suggested by the towns as possible post-war developments and these, therefore, have been considered in the proposals since practically all community facilities have been studied.

(a) *Schools*

Where possible and feasible in the proposed plans, the schools have been located on the sites which they now occupy. By so doing the existing buildings could be used for the remainder of their normal existence without disturbing other developments and replacements could be planned for the same sites.

Schools have also been located as centrally as possible, particularly where only one school building was required. However, what is more important, an attempt has been made to plan the routes of children going to and from school, so as to minimize traffic crossings, particularly of arterial roads. Wherever the latter does occur an underpass has been provided to eliminate direct contact with road traffic.

(b) *Hospitals*

In every instance, the four towns studied provided a possible hospital centre for the town and surrounding district. Therefore the location of a new hospital development is indicated in each case. In many communities in Manitoba modern hospital facilities on a small scale are urgently needed and their provision may well prove to be a primary type of project in post-war development.

The locations of the hospitals as suggested were proposed for reasons of accessibility both from town and highways, for proper exposure for light and air, and for protection from disturbance.

In conjunction with the hospitals, small health clinics have been suggested which would serve the purpose of maintaining the health of the people and pre-

venting disease. Such preventive medical practice is fast gaining recognition and its physical requirements are becoming an integral part of most health programs. Hence we may expect to see such clinics being expanded and growing in importance as time goes on.

(c) *Town Halls and Offices*

Every town has an office in which to carry on the business of the town, in conjunction with which is often found a public meeting hall, quite frequently used as the council chamber. In places where there are town, municipal, provincial, and even dominion offices, an attempt has been made to combine them all in some form of civic centre. A further part of this civic centre would be a town hall or auditorium, designed as such rather than as an appendage to an office.

(d) *Athletic and Recreational Facilities*

Playgrounds about the schools have been augmented and planned as an integral part of the system of open spaces through the town. Outdoor athletic facilities, such as baseball diamonds, have been indicated. It is suggested that such facilities as these should be made adequate for the use of the townspeople as well as the school children. The schools in the future should be equipped with gymnasias and swimming pools which should be made available for adults as well as children, thereby making the school buildings and facilities a community centre for many town activities and thus effecting economy by overcoming the duplication of these where the need is not great.

Wherever natural conditions make it possible, outdoor summer recreational developments have been suggested, including boating and swimming clubs on rivers, dammed streams, or lakes. Such provisions as these can also be developed so that they attract people both from regions adjacent and far afield.

As an important part of the program of winter sport activities, provision has been made for skating and curling rinks. Where better construction is employed these rinks could quite easily be used in summer as dance pavilions, exhibition halls, or for other activities requiring large enclosed spaces.

(e) *Water Service and Sewage Disposal*

Some of the most coveted of public services are those of sewer and water systems. No matter how small the town, there have been dreams and discussions of such possibilities, but the initial cost has been the greatest hindrance.

Plans of water and sewer systems for two of the towns, namely, Morden and Killarney, were studied, to determine whether they could be constructed under present conditions, and yet be developed to service the entire town if and when the proposed town plan was put into effect. They were found to be workable and plans and estimated costs for them have been included (Appendix A). It should be borne in mind that these costs are only approximate estimates as time and information did not allow for detailed investigation and study. Moreover it is difficult to predict costs of labor or material for post-war construction.

(f) *Roads and Streets*

The planning of the road and street system has been detailed in the section on Traffic Circulation. However, it should be pointed out here that because the various types of roads are planned so that they carry only the traffic for which they are designed the construction of the residential access roads may be the least expensive type. Money saved in this respect over the years would help to pay for the maintenance and improvement of the road system.

IMPLEMENTATION

1. IMMEDIATE ACTION

During the course of study and preparation of the proposals for the towns of Morden, Killarney, Russell, and Minnedosa, suggestions were submitted regarding further material which could be added to the plans to enhance their effectiveness through careful application. These suggestions were covered in six points in the report of November 17, 1943 (Appendix B). Point 6 in Appendix B, covering suggestions for action, was developed December 6, 1943 (Appendix C).

2. LEGISLATION

The Statutes of the Province of Manitoba contain excellent legislation in respect to town planning which is applicable to any urban area, large or small, in the Province of Manitoba. The most recent amendment was made in 1940. In the light of present and possible post-war conditions and activity it is suggested that this legislation may be reviewed by legal and planning experts for any possible additions or alterations which would add to its effectiveness.

Any town or community desiring to prepare, or to have prepared and established a plan for its future development and the effective operation thereof will need legislation passed by its own council.

3. ORGANIZATION

As suggested in the December 6 memorandum (Appendix C), previously mentioned, one of the first essentials is the establishment of a competent and responsible committee in any town. Much of the necessary work of surveying and gathering basic information can be done on a voluntary basis by existing community-minded groups whose work would be organized by the committee. Such work that could be readily carried out is also reviewed in the above mentioned memorandum. In cases where action and interest in the work did not have sufficient momentum it might be advantageous to pay a full or part time secretary.

4. PROGRAM OF WORK

It is strongly suggested that such work as this should be initiated on a "speed-up" basis. This means that the initial surveys of information be quick and not too detailed and that a rough scheme be developed as soon as possible from these surveys, much in the manner used in the present studies. This would take considerably less time than these studies have done if even a small staff were assigned to the task. The plan itself could be refined and altered if necessary as more detailed information became available. However, it has been found that the broad outlines of future development can be laid down quickly in this manner.

Surveys of information and some analyses can be made, as mentioned above, by local voluntary help with some guidance as to essential information from a technical consultant.

The development of a broad scheme or future plan for the community would be largely in the hands of a consultant working in close contact with the local

committee. This scheme can then, by continuous study, be further developed into a more detailed plan which coincides closely with the requirements of the town.

Through close co-operation of the citizens with the will to have a better town, many improvements leading in the prescribed direction can be seen and felt as soon as any new building or development takes place. With this comes a new feeling of pride and interest in their surroundings.

5. RELATION TO LARGE AREAS

All town planning should be considered with an understanding of the natural resources and normal industries of the area, since they will undoubtedly be the mainstay of the economic and social structure. However, sight should not be lost of the possibility of tourist business where the country has natural possibilities, or how the town will affect or be affected by the country as a whole.

CONCLUSION

Even though the major concern of the moment is to see that the armed forces have "the tools to finish the job", much thought and effort is being spent on events which will follow victory and this report on Town Planning is presented as an integral part of the work of the Post-War Reconstruction Committee of the Government of Manitoba.

Few will argue the fundamental nature of agriculture in Manitoba and its importance to our existence. It is the basis of our economic structure and our responsibility as an important producer of the food of the world. It is only right, therefore, that rural areas, the source of and channels for agriculture, should receive definite consideration in post-war planning.

For the most part towns have been planned by sincere, public spirited citizens according to immediate needs or have grown up haphazardly where natural conditions have made their successful development extremely uncertain. In some cases streets have been planned and property platted without regard to topography, rivers, streams, railroads, or any other existing characteristics, which factors are now acknowledged to be of prime importance in site selection and town planning. The proposed plans are presented as a guide for making use of the latter mentioned factors with the least possible disruption to present conditions, and as an ultimate goal as development progresses.

Since Manitoba came into being, town planning—like modes of travel, medical science, nutrition, etc.—has improved greatly by the trial and error method and the more beneficial of these improvements have been incorporated in the proposals. However, it must be remembered that they are the results of a hurried research project made primarily for the purpose of showing examples of the many possibilities inherent in comprehensive planning. It is not recommended that they should be accepted wholly without further study to determine whether they will best suit the needs of the community, or whether further suggestions can be added to facilitate the attainment of the ultimate end.

A comparison of the plans submitted will quickly reveal that some would be slower of achievement than others. This, of course, would be controlled by existing physical conditions and the degree of changes contemplated, as well as the economic conditions of the future. However long it may take in nearing achievement, and however close a community may come to the desired goal, even the smallest step in that direction will be an achievement in itself.

Most of the action necessary to attain the objectives of the proposals must come from the community itself. It is up to its citizens to have a complete comprehension of the values to be derived from town planning and what will be lost should they be shelved or neglected. If it is the hope of the community to derive the greatest benefit from the future development of the country it must be realized that this can best be gained by pointing the way to better living conditions. It is hoped that the suggestions contained herein will prove of benefit in this connection, not only to the communities surveyed, but to the province and prairie region

as a whole. This report would thereby be a guide to providing some of the comforts and conveniences to rural life, available heretofore only to urban people; it would make for rational physical arrangement and well considered handling of town problems; and would also give new hope and incentive to the young people who return to their rural homes from the armed services and war industries, who have experienced and who like the advantages of city life. The latter point is very important. They are now fighting for "freedom and a better place to live". Freedom, in the broad sense of the word, will come with victory over the enemy, but whether there will be a better place to live will depend on how MUCH and how WELL the ones who are now enjoying the privileges of an almost normal life have planned for their future.

E. W. THRIFT.



PLATE 1

Oblique Aerial Photograph of the Town of Morden, September 18, 1943. See Plans 1 and 2 in pocket of cover. (Permission of R.C.A.F.).

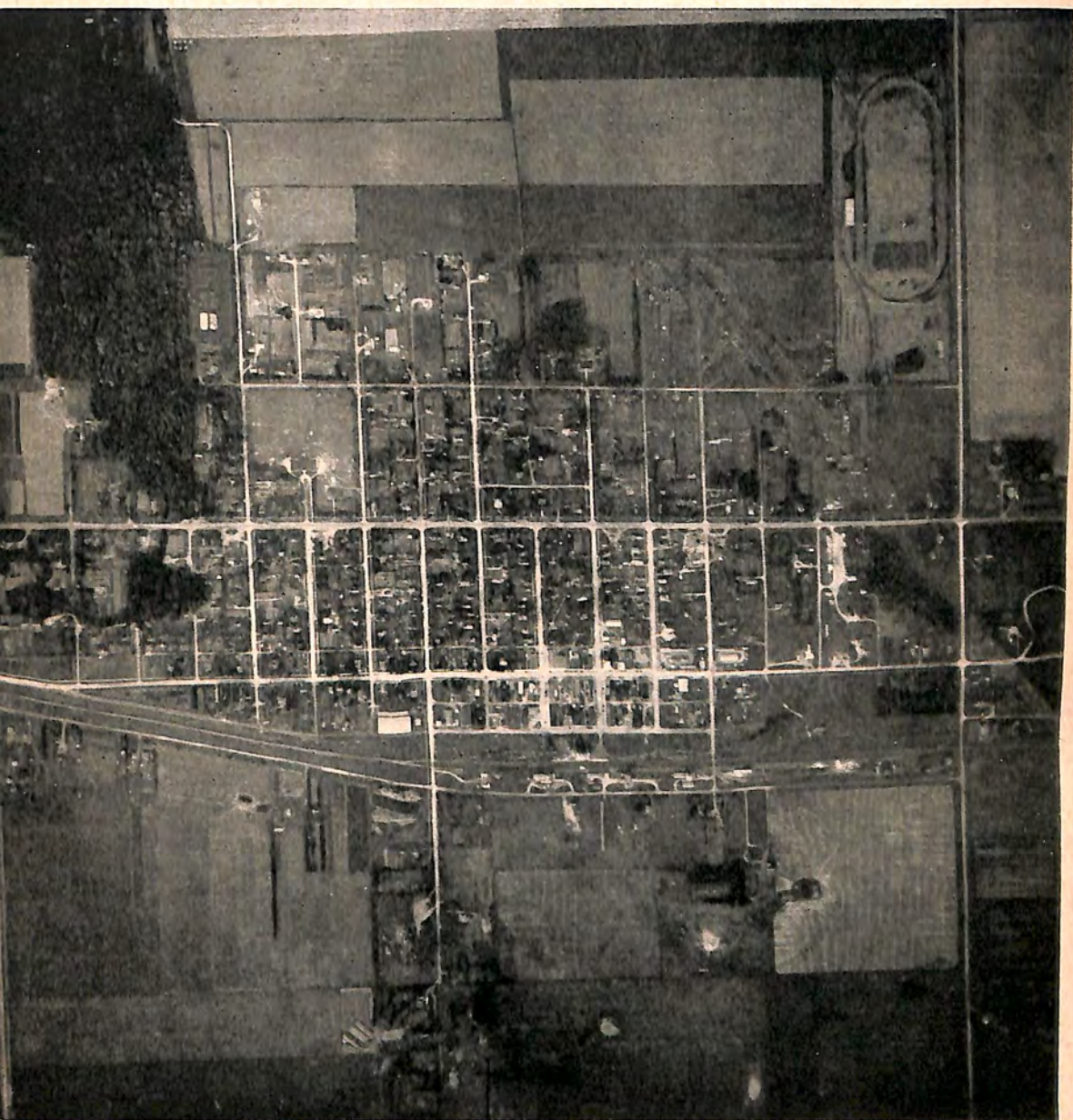


PLATE 2

Vertical Aerial Photograph of the Town of Morden, September 18, 1943. See Plans 1 and 2 in pocket of cover. (Permission of R.C.A.F.).



PLATE 3

Oblique Aerial Photograph of the Town of Killarney, September 22, 1943. See Plans 4, 5, and 6 in pocket of cover. (Permission of R.C.A.F.).



PLATE 4

Vertical Aerial Photograph of the Town of Killarney, September 22, 1943. See Plans 4, 5, and 6 in pocket of cover. (Permission of R.C.A.F.).



PLATE 5

Oblique Aerial Photograph of the Town of Russell, September 24, 1943. See plans 7 and 8 in pocket of cover. (Permission of R.C.A.F.).



PLATE 6

Vertical Aerial Photograph of the Town of Russell, September 24, 1943. See Plans 7 and 8 in pocket of cover. (Permission of R.C.A.F.).



PLATE 7

Oblique Aerial Photograph of the Town of Minnedosa, September 26, 1943. See Plans 9, 10, and 11 in pocket of cover. (Permission of R.C.A.F.).



PLATE 8

Vertical Aerial Photograph of the Town of Minnedosa, September 26, 1943. See Plans 9, 10, and 11 in pocket of cover. (Permission of R.C.A.F.).

Appendix A

ESTIMATES OF THE COSTS OF CONSTRUCTION OF WATER AND SEWAGE SYSTEMS; TOWNS OF MORDEN AND KILLARNEY

The following estimates of the costs of construction of water and sewage systems for the Towns of Morden and Killarney have been supplied by Mr. Thrift. *These estimates are approximate and are not based on complete surveys in either case.* They should only be used as guides to indicate the approximate magnitude of the costs of installing these public utilities.

1. Town of Morden—Population 1,425.

Water System

Construction Cost of Water Works

| | |
|--|-----------------|
| Total cost* | \$86,736 |
| Plus 10% of total cost in case of difficulty in location of water supply | 8,664 |
| | <u>\$95,400</u> |

*Including 18,505 feet of water mains at \$2.50 per ft., distribution system, hydrants, treatment plant.

Annual Cost

| | |
|--|-----------------|
| Operating and Maintenance at \$5.00 per capita | \$7,125 |
| Amortization—20 years at 3% interest—equal annual payments | 6,415 |
| | <u>\$13,540</u> |

Annual Revenue

| | | |
|---------------------------------|-------------------|-----------------|
| Domestic consumers | approximately 37% | \$ 5,013 |
| Commercial consumers | approximately 44% | 5,962 |
| Municipal—departmental | approximately 6% | 813 |
| Municipal—fire protection | approximately 13% | 1,761 |
| | <u>100%</u> | <u>\$13,550</u> |

Cost to Domestic Consumers

| | |
|---|---------|
| Annual cost per consumer (estimated at approximately 250) | \$20.05 |
| Monthly cost per consumer | 1.67 |

Sewer System

Construction Cost of Sewer System

| | |
|--|------------------|
| Sewer Mains and Trunks (18,505 feet at \$5.00 per ft.) | \$ 92,525 |
| Sewage Treatment Plant | 20,000 |
| | <u>\$112,525</u> |

Annual Cost

(Charging Sewer System as a property improvement on an estimated serviced frontage of 17,500 feet).

| Amort. Period | Annual Charge (Equal Annual Payments) on \$113,000 at 3% Interest | Cost per Foot per Annum | Average Lot Frontage | Cost per Lot per Annum |
|------------------|---|----------------------------|-------------------------|---------------------------|
| years | \$ | cents | feet | \$ |
| 10 | 13,247 | 76 | 75 | 57.00 |
| 15 | 9,466 | 54 | 75 | 40.50 |
| 20 | 7,596 | 43 | 75 | 32.25 |

NOTE: Present property frontages average 100 feet. As the establishment of water and sewer systems tends to create closer building, it is estimated that in 10 years the average frontage will reduce to about 75 feet.

Estimate of Employment on Construction

| | |
|--------------------|----------------|
| Water System | 4,770 man days |
| Sewer System | 8,828 man days |

2. *Town of Killarney—Population 1,051**Water System**Construction Cost of Water Works*

Total cost (including 19,800 feet of water mains at \$2.50 per ft., distribution system, hydrants, treatment plant) \$92,800

Annual Cost

| | |
|--|-----------------|
| Operating and maintenance at \$5.00 per capita | \$5,255 |
| Amortization—20 years at 3% interest—equal annual payments | 6,240 |
| | <u>\$11,495</u> |

Annual Revenue

| | | |
|---------------------------------|-------------------|-----------------|
| Domestic Consumers | approximately 37% | \$ 4,255 |
| Commercial Consumers | approximately 44% | 5,060 |
| Municipal—departmental | approximately 6% | 690 |
| Municipal—fire protection | approximately 13% | 1,495 |
| | <u>100%</u> | <u>\$11,500</u> |

Cost to Domestic Consumers

| | |
|---|---------|
| Annual cost per consumer (estimated at approximately 150) | \$28.36 |
| Monthly cost per consumer | 2.36 |

*Sewer System**Construction Cost of Sewer System*

| | |
|--|------------------|
| Sewer Mains and Trunks (19,800 feet at \$5.00 per ft.) | \$ 99,000 |
| Sewage Treatment Plant | 20,000 |
| | <u>\$119,000</u> |

Annual Cost

(Charging Sewer System Costs as a property improvement on an estimated serviced frontage of 18,550 feet.)

| Amort. Period | Annual Charge (Equal Annual Payments) on \$119,000 at 3% Interest | Cost per Foot per Annum | Average Lot Frontage | Cost per Lot per Annum |
|------------------|---|----------------------------|-------------------------|---------------------------|
| years | \$ | cents | feet | \$ |
| 10 | 13,951 | 75 | 90 | 67.50 |
| 15 | 9,968 | 54 | 90 | 48.60 |
| 20 | 7,999 | 43 | 90 | 38.70 |

NOTE: Present property frontages average 125 feet. As the establishment of water and sewer systems tends to create closer building, it is estimated that in 10 years the average frontage will reduce to about 90 feet.

Estimate of Employment on Construction

| | |
|--------------|----------------|
| Water System | 4,680 man days |
| Sewer System | 9,140 man days |

*Appendix B*INFORMATION RESPECTING WATER WORKS AND SEWAGE DISPOSAL
SYSTEMS NOW OPERATING IN CERTAIN TOWNS IN MANITOBA.

The Municipal Committee on Post-War Reconstruction and Rehabilitation requested certain towns in Manitoba which have already installed water works and sewage systems to provide information on costs of construction and operation and certain other data respecting the operation of these public utilities. A summary of this information is presented in Table 1 in order to give other towns in Manitoba an approximate notion of the cost of installation and operation of such systems. It should be emphasized that the presentation of this information should not be treated as a substitute for an independent investigation where an urban community contemplates the installation of a water and/or sewage system. Each town will have its individual problems which must be studied before an accurate estimate of cost can be made. However, it is believed that the information contained herein will give any town which may wish to use it a first approximation of the cost of installation and operation and thus enable it to determine whether a detailed investigation should be undertaken.

Table 1 presents a summary of the cost figures provided by eight towns in the Province. It will be noted that there are certain gaps in the table which cannot be filled in from the information provided. The figures are only approximate and have not been verified.

TABLE I
WATER AND SEWAGE SYSTEMS
COSTS OF CONSTRUCTION, ANNUAL COSTS AND SOURCES OF REVENUE

| | Carman | Dauphin | Grandview | Neepawa | Selkirk | Souris | The Pas | Transcona |
|---|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| Population (1941) . . . | 1,449 | 4,595 | 691 | 2,251 | 4,885 | 1,347 | 3,153 | 5,465 |
| Cost of Construction to Date (1944) | \$87,000.00 | \$565,000.00 | \$ 33,676.96 | \$186,680.00 | \$210,617.11 | \$173,597.43 | \$271,200.00 | \$474,307.41 |
| Annual Cost (1943): | | | | | | | | |
| Maintenance | \$ 1,650.00 | \$ | \$ 300.00 | \$ 1,664.00 | \$ 2,724.54 | \$ 2,174.06 | \$12,494.71 | \$ 5,800.00 |
| Principal Payment | | 14,551.35 | { | | | 3,971.70 | 4,363.23 | |
| Interest | | 3,886.62 | 853.00 | 8,700.00 | 1,750.00 | 1,858.32 | 5,341.29 | 6,510.00 |
| Depreciation | | | | 1,600.00 | (Note 6) | | | |
| Operation | 1,500.00 | 14,387.68 | 1,660.00 | 7,257.00 | 1,946.91 | 2,462.17 | | 6,000.00 |
| Surplus | | | | | | | 1,289.42 | |
| TOTAL | \$ 3,150.00 | \$32,825.65 | \$ 2,813.00 | \$19,221.00 | | \$ 10,466.25 | \$ 23,488.65 | \$ 18,310.00 |
| Source of Revenue (1943): | | | | | | | | |
| Tax Levy | \$ 1,150.00 | \$ | \$ 2,813.00 | \$ | | \$ 5,830.62 | \$ 10,237.71 | \$ 16,768.68 |
| Water Rate | 2,000.00 | 32,825.65 | | 19,221.00 | | 15,120.31 | 13,250.94 | 1,541.32 |
| Other | | | | | | | | |
| TOTAL | \$ 3,150.00 | \$32,825.65 | \$ 2,813.00 | \$19,221.00 | | \$ 20,950.93 | \$ 23,488.65 | \$ 18,310.00 |

NOTES:

- (1) The cost figures in this table include water and sewer in every case.
- (2) TOWN OF CARMAN: Water system used only for fire protection. Water obtained and sewage disposed of in Boyne River. No treatment of water or sewage effluent. About 10 per cent of the Town is served.
- (3) TOWN OF DAUPHIN: Water supply from Riding Mountain National Park. Sewage effluent discharged into Vermillion River. Both water and sewage effluent treated. About 60 per cent of the Town is served.
- (4) TOWN OF GRANDVIEW: Water supply from Valley River. Sewage discharged into same River. Water is filtered through screens. Sewage effluent is not treated. About 75 domestic users and three taps.
- (5) TOWN OF NEEPAWA: Water supply from river; sewage discharged into septic tank. Water is treated. Sewage is not treated. About 75 per cent of Town is served.
- (6) TOWN OF SELKIRK: Water obtained from wells. Neither water nor sewage effluent treated. The built-up business and residential areas served. Depreciation: Sewage system 2 per cent and water system 5 per cent limited to amount of debentures retired.
- (7) TOWN OF SOURIS: Water supplied from three wells. Septic tank. One well treated. Sewage effluent not treated. About 75 per cent of the Town is served.
- (8) TOWN OF TRANSCONA: Water supply from wells. Sewage effluent not treated. About 75 per cent of the Town is served.
- (9) TOWN OF THE PAS: Water supply from wells. Sewage effluent not treated. About 75 per cent of the Town is served. Maintenance and operation costs not segregated.

*Appendix C*MATERIAL AND INFORMATION WHICH MAY BE ADDED TO
PROPOSED LONG-RANGE PLANS OF SMALL TOWNS

1. Written explanation of development of plan from existing conditions and exposition of salient features of replanning.
2. Small scale "step" plans showing stages in three or four year periods from existing plan to proposed plan.
3. Larger scale plans and/or perspectives of town centres and other features for clearer explanation of various functional provisions made.
4. Classification of various works which will be carried out in the development of the town: private; town; rural; municipal; provincial; etc.; and rough approximations of cost also broken down over a time schedule to show possible annual developmental expenditures.
5. Suggestions as to possible legislative action that might be required to carry out such developmental programs.
6. Suggestions for action now toward the preparation and carrying out of programs as suggested.

E. W. THRIFT.

November 17, 1943.

Appendix D

SUGGESTIONS FOR ACTION TOWARD THE PREPARATION AND CARRYING OUT OF PROPOSALS SUGGESTED FOR SMALL TOWNS

The first steps toward effective planning and development in any community are those which bring home to the people of the community the value of and necessity for planning, since no planning can be effective unless the people understand it and want it. Effective means of reaching the opinions of the people should be considered. It is suggested that all the media of press, lecture, film, and radio should be used wherever and whenever possible. Pamphlet campaigns, similar to the Architectural Forum's "Planning With You," as well as articles in local newspapers are effective. Lectures and public discussions with slide illustrations or movies are recommended. Well advertised and well prepared radio programs more attractive and better planned than the usual radio talk should be considered. All such efforts should be advertised with as much attractive illustration as possible.

For the towns for which proposals have been made, it is suggested that these proposals be explained to the town council and a group of the leading citizens, heads of organizations, and associations in the town. This explanation should point out that these are "test runs" or research to find out what the possible development of such towns as theirs might be in the future if good planning techniques were adopted now. Illustrated lectures could supplement this explanation.

One of the first steps would be to get responsible committees established to act as co-ordinators. Most of the work could be done by existing organizations, fraternal societies, agricultural societies, church and even school organizations. The more people interested in the program the better, since having contributed in the formulation of the plan they will be all the more interested in seeing it developed.

The following are parts of the work which can be carried out by these organizations:

Buildings—age, use, and condition survey; new buildings.

Population statistics—pre-war and present status of age; racial groups; population growth rate or decline, birth rates; possible post-war population.

Business and industrial development investigation—post-war possibilities; prices and markets.

Public opinion survey.

Post-war employment survey.

Since so much of possible future progress for the smaller town hinges upon the establishment of water supply and sewage systems it is suggested that the maximum co-operation between provincial and local organization be used to determine as soon as possible rough approximations of the costs of adequate systems. Assistance may be sought from federal organizations also.

Emphasis should be laid on specific projects which have been proposed by the town. It should be pointed out that therein lie the initial opportunities toward actual physical accomplishment of such planned development as is indicated in the proposals.

E. W. THRIFT.

December 6, 1943.

PART II

COMMUNITY SURVEYS

The forms and instructions used for these surveys have been adapted from "A Procedure for Community Post-War Planning", published by the Chamber of Commerce of the United States, Washington, D.C.

COMMUNITY POST-WAR EMPLOYMENT SURVEY

The purpose of this survey is two-fold, first, to determine how many persons (men and women) will seek employment in your community after the war; second, to determine how many jobs will be available in your community after the war is over. The excess of the number in the first category over the number in the second category will provide an approximate measure of the potential unemployment in your community after the war.

This survey should be carried out by a committee consisting of representatives of all groups in the community—business, farming, and labour. The estimates for agricultural and urban employment should be treated separately. The area covered should include the town or village plus the rural area which uses the town or village as a local trading centre.

1. Number of Persons who will seek Employment after the War.

This estimate should be made by obtaining information directly from employers and farmers in the community and through the survey of community markets. In some cases it will be necessary to depend on the estimates of informed members of the community.

This information should be tabulated on Form 1, entitled "Number Seeking Employment after the War".

The first task is to determine the size of the pre-war labour force (Item 1, Form 1). The labour force includes all those who were actively at work, on relief works as well as in other occupations, or who were seeking employment and were 14 years of age and over.

The second step is to obtain the size of the civilian Wartime Labour Force (Item 2, Form 1). Most of these persons will be employed but in addition to those at work the figure should include any who may be unemployed. Do not include residents who are connected with army camps or air force stations. The data will have to be obtained by a canvass of the employers in the community using Form 2. Those making the survey will have to estimate the number of unemployed.

Item 3, Form 1, will give the number who are expected to return to the community after the war and who will expect to find employment there. It includes an estimate of the number who will probably return to the community from the armed services, from civilian occupations outside the community and the natural increase in the working population between 1944 and, say, 1946. The natural increase in the working population is the number of young people who will enter the labour market less the older people who will retire from work.

There will probably be a certain number who are at present employed in your community who will move to other regions after the war (Item 4, Form 1). The survey of employers and consumers should be of use in estimating the number

in this category. There will also be some people (women, older people and youths) who will not wish to continue in employment after the war. Again the survey of employers and consumers can be used to obtain this information.

The present labour force, plus those who are expected to return after the war, minus those who are expected to leave the community or retire from work will give the post-war labour force to be employed in the community (Item 5, Form 1). The survey of employers (Form 2) will give the information as to the number who can be employed locally during the first post-war year (say 1946). The difference between this latter figure and the post-war labour force will be the potential unemployment in the community and will be a measure of the extent to which special employment opportunities will have to be provided. Item 5, Form 1, represents the size of the employment job to be done and Item 5 (b) represents the extent to which it cannot be done within the scope of anticipated business activity.

It was suggested above that agricultural and urban employment be treated separately. However, it should be noted that there may be some movement between town or village and farm within the community. Since "the community" has been defined as the town or village, plus the rural area which uses the town or village as a local trading centre care should be taken not to count these movements as movements into or out of the community.

2. Number of Jobs that will be Available in the Community after the War.

The information obtained and tabulated on Form 1 will provide an estimate of the size of the post-war employment force which will seek employment in your community. The next step is to obtain an estimate of the amount of employment which can be given by business and farming. This information can be obtained only by canvassing employers and farmers to determine the amount of employment which they think can be provided in their enterprises after the war, say, in 1946. The coverage should be complete for this survey. It should include factories, merchandising establishments, banks, barber shops, farms, garages, and repair shops, non-profit institutions, governmental bodies, etc. (See Form 3). These businesses and institutions should be asked to fill in Form 2 entitled "Individual Business Employment Information Sheet". This form is self-explanatory except for Item 4. This item provides for estimates of capital expenditures contemplated for the reconversion period and for the first year after reconversion. This is intended to give a clue to employment prospects in secondary lines.

After this survey has been completed payroll and employment figures should be tabulated on Form 3 "Number of Jobs Available after the War". This will provide a summary of the employment job which can be done by the whole community. The total in column (1) can then be inserted on Form 1, Item 1 (a); the total in column (2) on Form 1, Item 2 (a), and the total in column 3 on Form 1, Item 5 (a).

The summary given in this way on Form 1 will show the approximate magnitude of the community post-war unemployment problem.

The balance of the information on Form 2 should be tabulated in a simple and convenient way to be worked out by the Committee in charge.

FORM 1

NUMBER SEEKING EMPLOYMENT AFTER THE WAR

1. PRE-WAR LABOUR FORCE (1939) _____
 - (a) Employed (including those on relief work) _____
 - (b) Unemployed _____
2. CIVILIAN WARTIME LABOUR FORCE (1944) _____
 - (a) Employed (from Form 2) (including relief work) _____
 - (b) Unemployed _____
3. ADD:
 - (a) Number returning after the war from armed forces _____
 - (b) Number returning after the war from other regions _____
 - (c) Increase in labour force through growth and maturing of population (1944-1946) _____
4. DEDUCT:
 - (a) Number moving from this community to other regions after the war _____
 - (b) People leaving the labour force after war (those older workers, women, and youths who may be expected to retire, return to the home or to go back to school) _____
5. CIVILIAN LABOUR FORCE, 1946¹ (THE EMPLOYMENT JOB TO BE DONE) _____
 - (a) Estimated employed (from Form 2) _____
 - (b) Unemployed _____
6. TOTAL POPULATIONS²:

| | |
|------------|-------|
| 1921 | _____ |
| 1926 | _____ |
| 1931 | _____ |
| 1934 | _____ |
| 1941 | _____ |
| 1944 (est) | _____ |
| 1946 (est) | _____ |

¹By choosing 1946 as the "post-war year", we do not attempt to forecast or predict the end of the war. Once the above calculations are performed, it will not be a difficult task to adjust the figures for a change of a year or two either way.

²Census of Canada, 1941 and previous years.

FORM 2

INDIVIDUAL BUSINESS EMPLOYMENT INFORMATION SHEET¹

NOTE: This information is strictly confidential and information for individual establishments will not be released. The local citizens collecting this information promise that none of these data will be turned over to competitors or government agencies or used for income tax or other regulatory purposes.

| | 1939 | 1944 | 1st 12 mos. of Post-War Civilian Business (1946) |
|--|---------|---------|---|
| 1. Annual Average Employment (Includes all people residing in the town or village or on the farm and actively employed with the firm or farm, from the owner or president down, officials, factory workers, sales and clerical workers, maintenance workers, hired help, etc.) | ----- | ----- | ----- |
| 2. TOTAL ANNUAL PAYROLL | \$----- | \$----- | \$----- |
| 3. (a) Number of former employees now on military leave from your firm or farm | ----- | ----- | ----- |
| (b) Number of these employees whom you expect to return to your firm or farm after the war | ----- | ----- | ----- |
| 4. How much do you plan to spend for plant and equipment: | ----- | | |

| Item | During the Reconversion Period for your Plant | | During 1st 12 mos. of Post-War Civilian Bus. Fol. Reconversion Period | |
|--------------|--|------------------------|---|------------------------|
| | Cost | Amt. to be Borrowed | Cost | Amt. to be Borrowed |
| 1) Buildings | \$----- | \$----- | \$----- | \$----- |
| 2) Machinery | ----- | ----- | ----- | ----- |
| 3) Other | ----- | ----- | ----- | ----- |
| 4) Total | ----- | ----- | ----- | ----- |

- How many months will YOU need to convert to peacetime production? -----
- How many of your employees on the average will be temporarily out of work during YOUR conversion period? -----
- What do you think will be your most difficult problem in shifting to a peacetime business basis after the war? -----
- Type of Business (See Form 3) -----

¹Items 5 and 6 will be omitted except for manufacturing enterprises and only parts of Item 4 will apply to non-manufacturing concerns.

FORM 3

NUMBER OF JOBS AVAILABLE AFTER THE WAR

(Community Summary)

| Item | Pre-War Date (1939) (1) | 1944 (2) | Post-War (1946) (3) |
|---|-------------------------------|-------------|---------------------------|
| Total Payrolls | \$ | \$ | \$ |
| EMPLOYMENT | | | |
| Manufacturing and Mining | | | |
| Trade (Wholesale and Retail) | | | |
| Banks (Financial, Ins., Real Estate) | | | |
| Services (Business and Repair) | | | |
| Transportation, Utilities and Com- munications | | | |
| Private Construction | | | |
| Domestic Help | | | |
| Professional | | | |
| Non-profit Institutions | | | |
| Agricultural ¹ | | | |
| Forestry ¹ | | | |
| Government (incl. Public Const.) | | | |
| Total Employment | | | |

¹Include only those working on farms and forests but living in the area covered by the survey (city, town, village, and rural community).

COMMUNITY POST-WAR MARKETS SURVEY

The purpose of this survey is to discover what things the people will want to buy after the war that they have not been able to buy during the war. There are two forms to be used. One of them, headed "Community Markets" (Form 4), should be used for families located in the town or village and for farm families in the rural area which uses the town or village as a local trading centre; the other head "Community Markets (for farmers only)" should be used in the rural area which uses the town or village as a local trading centre (Form 5).

A personal interview with each family is the most effective way of obtaining complete returns. It is better to use a few enumerators than a large number. The purpose of the study should be carefully explained to the family by the enumerator. In some cases the person interviewed may be reluctant to divulge the required information. The enumerator should, in such cases, suggest that the forms be filled in privately and handed to him in a sealed envelope.

The explanation to town and farm families might run in the following terms:

"This information sheet is intended to indicate which things you want most after the war. A majority of us, as consumers, do not have enough purchasing power at one time to pay for all of the things we would like to have. Therefore, we buy FIRST those things we want MOST and are able to buy and wait until later to buy the others.

"You will find listed in your information sheet (Forms 4 and 5, Column II) a group of items many families will buy when the war is over. Blank spaces are provided for items not listed but which you may wish to write in; for example, a college education. Look over this list and select all of the items of expenditure which you think now you will purchase WITHIN TWO YEARS after the war ends. Your need for some of these items of expenditure may be urgent, and you will plan to purchase them first. You will purchase those items which are less urgent after those which you most want are bought. Items which you do not plan to purchase at all within two years after the end of the war should be disregarded entirely. (If you purchased any of these items during 1938 and 1939, please fill in the approximate cost in Column I.)

"Now select the item which you plan to purchase first (the item most urgent for you after the war), and insert a "1" in Column III. Opposite the item which you think you will purchase next—the item that is second in order of importance—write a "2" in Column III. Continue the numbering for other items, limiting yourself to those you will buy in the first two post-war years.

"In Column IV write in your best guess as to the approximate cost of each item which you plan to buy after the war. Now will you please add up these expected costs and see whether the total sounds reasonable in the light of your probable post-war income. If not, you may wish to revise your list of preference, or the estimated costs. In the subsidiary table, please show how you intend to finance the total cost of these purchases."¹

¹A Procedure for Community Post-War Planning (Albert Lea, Minnesota) by Chamber of Commerce of the United States—Washington, D.C., pp. 41-42.

FORM 4
COMMUNITY MARKETS

ONLY ONE SCHEDULE should be filled out for each family. "Family" means those in your family now maintaining their residence in the same household —although more than one may be working now. YOU NEED NOT SIGN THIS and no personal identification will be possible.

- | | 1939 | 1944 | Post-War
(estimates) |
|---|-------|-------|-------------------------|
| 1. Number in family (see above)..... | ----- | ----- | ----- |
| 2. Number in family regularly employed (full time)..... | ----- | ----- | ----- |
| 3. Family yearly income (net cash from all sources)..... | ----- | ----- | ----- |
| 4. How many persons now absent from your family (as defined above) because they are in service or living or working some place else will return after the war and seek employment here..... | ----- | ----- | ----- |

| Amount You Spent in 1938 and 1939 (I) \$ | Item of Expenditure (II) | Purchases in First Two Post-War Years | | Method of Financing This Total of Deferred Purchases |
|---|---|---|---|--|
| | | Show Order of Your Preference (III) | Approximate Expected Cost (IV) \$ | |
| ..... | 1. Automobile (New)..... | ..... | ..... | Current Income |
| ..... | 2. Automobile (Used)..... | ..... | ..... | \$ |
| ..... | 3. Build New House..... | ..... | ..... | Installment Cre |
| ..... | 4. Purchase of a House..... | ..... | ..... | \$ |
| ..... | 5. Repairs to House..... | ..... | ..... |  |
| ..... | 6. Bathroom Units and Plumbing (New)..... | ..... | ..... | Cashing War B |
| ..... | 7. Heating Unit (Central)..... | ..... | ..... | \$ |
| ..... | 8. Floor Coverings..... | ..... | ..... |  |
| ..... | 9. Furniture..... | ..... | ..... |  |
| ..... | 10. Water Heater..... | ..... | ..... | Savings, in Cas |
| ..... | 11. Water Softener..... | ..... | ..... | Bank Deposi |
| ..... | 12. Refrigerator..... | ..... | ..... | \$ |
| ..... | 13. Washing Machine..... | ..... | ..... |  |
| ..... | 14. Sewing Machine..... | ..... | ..... |  |
| ..... | 15. Radio or Phonograph..... | ..... | ..... |  |
| ..... | 16. Kitchen Equipment (New)..... | ..... | ..... |  |
| ..... | 17. Vacation Travelling..... | ..... | ..... | Value in Trad |
| ..... | 18. .... | ..... | ..... | \$ |
| ..... | 19. .... | ..... | ..... |  |
| ..... | 20. .... | ..... | ..... |  |
| ..... | 21. .... | ..... | ..... |  |
| ..... | 22. .... | ..... | ..... |  |
| ..... | 23. .... | ..... | ..... |  |
| | TOTAL | | \$ | TOTAL \$ |

DO NOT SIGN YOUR NAME, but please give all information requested.
Please check (✓) the occupation of the chief bread winner of the family.

| | | |
|---------------------------|-----------------------|--------------------|
| Farmer | Skilled Workman | Professional |
| Labourer | Sales or Office | Proprietor, |
| Semi-skilled | Clerk | Mgr. |
| Workman | | |
| (e.g., factory operative) | | |

FORM 5
COMMUNITY MARKETS
(For Farmers Only)

1939 1944 Post-war
(estimates)

1. Year-around hired help.....

2. Size of Farm:acres Owners?..... Tenant?.....

| Amount Spent in 1938 and 1939 (I) | Item of Expenditure (II) | Purchases in First Two Post-War Years | | Method of Financing This Total of Deferred Purchases |
|-----------------------------------|---|---------------------------------------|--------------------------------|--|
| | | Show Order of Your Preference (III) | Approximate Expected Cost (IV) | |
| \$ | | | \$ | |
| | CONSTRUCTION: | | | |
| | 1. Milk House..... | | | Current Income. \$ |
| | 2. Barn..... | | | |
| | 3. Prefabricated Small Buildings: (Hen House, Brooder, Granary)..... | | | |
| | 4. Repair Farm Buildings..... | | | Installment Credit. \$ |
| | 5. Silo..... | | | |
| | 6. Fencing..... | | | |
| | EQUIPMENT: | | | |
| | 7. Binder (Corn or Grain)..... | | | Cashing War Bonds. \$ |
| | 8. Combine or Thresher..... | | | |
| | 9. Cream Separator..... | | | |
| | 10. Cultivator..... | | | Savings in Cash and and Bank Deposits. \$ |
| | 11. Elevator..... | | | |
| | 12. Hay Loader..... | | | |
| | 13. Manure Spreader..... | | | Value of Trade-ins. \$ |
| | 14. Milking Machine..... | | | |
| | 15. Tractor..... | | | |
| | 16. Truck..... | | | |
| | 17. Electric Service..... | | | |
| | 18. Milk Coolers..... | | | |
| | 19. Water System..... | | | |
| | 20. | | | |
| | 21. | | | |
| | LIVESTOCK: | | | |
| | 22. Beef Cattle..... | | | Value of Trade-ins. \$ |
| | 23. Hogs..... | | | |
| | 24. Horses..... | | | |
| | 25. Poultry..... | | | |
| | 26. Sheep..... | | | |
| | 27. Dairy Cattle..... | | | |
| | 28. | | | |
| | 29. | | | |
| | 30. | | | |
| | TOTAL | | \$ | TOTAL \$ |

DO NOT SIGN YOUR NAME but please give all information requested.

COMMUNITY POST-WAR PUBLIC EMPLOYMENT SURVEY

This survey is intended to provide information on the volume of employment in the public services and in public construction after the war. "Public Services" and "Public Construction" include non-government public institutions such as churches, hospitals, schools, etc., undertaken by non-profit organizations.

The Committee organized for this survey should centre around the local council. There should also be representatives of other non-profit institutions.

Form 6 deals with ordinary budgets and amounts of employment in public institutions classified as town or village, provincial, Federal and other. Include only employees actually living in your community. Form 7 is a summary of estimates of employment in deferred maintenance and repairs, plus employment in new projects which the community needs but which have been postponed until after the war. For government buildings, the particular government unit sponsoring the project is unimportant if local citizens are provided employment. If the estimates for employment in public construction can be made in man-days, a more exact appraisal of the employment potentialities can be obtained. The "new projects" column should emphasize the types of construction really needed by the community and postponed by the war, rather than the project whose primary purpose is to put people to work when and if business activity slackens. Form 8 is a summary of the ordinary and the deferred employment opportunities in public service and the employment on the construction of public buildings. This form is convenient for tabulating the totals from Forms 6 and 7.

FORM 6

SCHEDULE OF ORDINARY EMPLOYMENT AND EXPENDITURES

| Government or Public Institution ¹ | 1939 | | 1944 | | 1946 (Post-War) | |
|---|----------|-----------------|----------|-----------------|-----------------|-----------------|
| | Budget | Employ- ment | Budget | Employ- ment | Budget | Employ- ment |
| Town or Village | \$ | | \$ | | \$ | |
| Province ² | | | | | | |
| Federal ² | | | | | | |
| Other ² | | | | | | |
| Total | \$ | | \$ | | \$ | |

¹Include only regular employment and expenditures (payroll, maintenance, upkeep, etc.) which must be made from year to year.

²Include only employees actually living in this community. Budget figures are not important except for local government units and public institutions.

FORM 7

POST-WAR EMPLOYMENT SCHEDULE FOR DEFERRED
MAINTENANCE, REPAIRS, AND NEW PROJECTS

THIS TABLE should include employment and expenditures which can be deferred or expanded. These would include extensive street repair or resurfacing, new school buildings, new parks or recreation centres, etc. These should be listed by type of project. Government unit or non-profit institution sponsoring the project is unimportant if employment is provided local citizens.

| ITEM | Maintenance and Repairs Deferred from War Years | | New Necessary Proj Which Will Be Initia At the Close of the V | |
|----------------------------------|--|------------|---|------------|
| | Cost | Employment | Cost | Employment |
| STREET AND ROAD SYSTEM: | \$ | | \$ | |
| Repair and New..... | | | | |
| Surfacing..... | | | | |
| Bridges..... | | | | |
| Curbing..... | | | | |
| Other..... | | | | |
| TOTAL | | | | |
| PUBLIC BUILDINGS: | | | | |
| Schools..... | | | | |
| Post Office..... | | | | |
| Municipal Building..... | | | | |
| Other..... | | | | |
| TOTAL | | | | |
| URBAN DEVELOPMENT: | | | | |
| Parks..... | | | | |
| Recreation Centres..... | | | | |
| TOTAL | | | | |
| OTHER PROJECTS: | | | | |
| Fire Department..... | | | | |
| Public Utilities (Municipal): | | | | |
| Water..... | | | | |
| Electric Power..... | | | | |
| Other..... | | | | |
| TOTAL | | | | |
| MISCELLANEOUS—NON-GOV'T.: | | | | |
| Churches..... | | | | |
| Hospitals..... | | | | |
| Major Housing Project..... | | | | |
| TOTAL | | | | |
| GRAND TOTAL | | | | |

MANITOBA GOVERNMENT POST-WAR COMMUNITY SURVEY

FORM 8

TOTAL POST-WAR PUBLIC EMPLOYMENT

| TYPE OF EMPLOYMENT | AMOUNT OF EMPLOYMENT |
|--|-------------------------|
| Ordinary Public Employment..... | |
| Maintenance and Repairs Deferred from War Years | |
| New Projects which will Be Initiated at the Close of the War.... | |
| Total Post-War Public Employment..... (Including construction of non-government public buildings) | |

NOTE: Are there legal restrictions affecting your town or village which might need to be considered in contemplating any urban development or major public works project on the part of the local government? Is the debt structure a potential barrier or hindrance to the financing of new projects? These might be listed in the space below.